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Vocational Education Today

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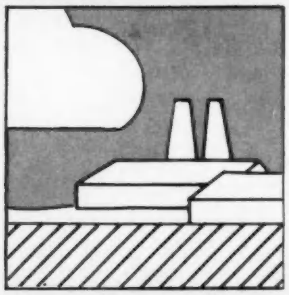
Learning and Earning

It is virtually an article of faith in modern industrial nations that there is a clear cause and effect relationship between education and the ability to earn a decent living. And there are innumerable statistics to support this contention: College graduates make more money than high school graduates, who in turn have higher incomes than those who dropped out in the 10th or 11th grade, and so on down the line. But far too many people who should know better equate earning power solely with academic education. They are like the lawyer who noted with surprise that his legal fees weren't as high as the plumbing bill he had just been handed. "I know," said the plumber, "that's why I gave up law."

Despite the explosion in higher education over the past two decades or so, the U.S. Commissioner of Education estimates that only 2 of 10 present high school students will receive baccalaureate degrees. For many of those who don't, vocational education may provide the most direct route to good jobs in the trades and crafts and in technical fields. How well is today's vocational education system serving these young people? At least part of the answer may be found in the results of a recently completed study by the National Planning Association. A report on NPA's findings highlights this issue of MANPOWER, and it begins on page 2.

Even the most modern vocational courses and facilities may be academic if guidance and counseling are concentrated on the minority of students who are going on to college. Yet, according to the National Advisory Council on Vocational Education, that seems to be the case. Council chairman Lawrence Davenport outlines his organization's proposals for achieving a better balance in an article entitled *Career Guidance: A Call for Change.*

Ellis Rottman



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Vocational Education Today

by Patricia Marshall

Enrollment Soars But Changes in Curriculum Come More Slowly

After Sputnik, vocational education became the stepchild of the U.S. public school system. While great efforts were made to modernize science and other college track subjects, occupational studies were relegated to the background where, largely unheralded and unchanged, they continued to offer a few traditional subjects to a relatively small number of students.

In the sixties, national interest in vocational education began to revive when it became clear that most youth did not go to college but were entering the labor market without any job skills. High youth unemployment, particularly in poverty areas, helped to spur this interest. In the Vocational Education Act of 1963 and the Vocational Education Amendments of 1968, Congress sought to update and expand public school vocational programs, forge stronger links between occupational training in the schools and jobs, and open access to vocational education for all students who could benefit from it.

What has been the impact of this legislation—have its goals been met? To find the answer as a basis for future administrative and legislative decisions, the U.S. Office of Education contracted with the National Planning Association (NPA) for a series of studies, now completed.

NPA's studies, which are unpublished, include: A survey of evaluation and other studies of vocational education and their implications for national policy; a study of the State mechanisms used to distribute Federal grants to local education agencies; and an analysis of duplications and gaps between school and Manpower Administration occupational programs in 20 cities. The studies were carried out under the direction of Dr. Leonard A. Lecht, director of NPA's Center for Priority Analysis.

In the first study of this series, NPA takes note of a number of major trends in the school vocational programs which operate with Federal funds. These trends, NPA says, are:

- Postsecondary schools, whose programs run for 1 or 2 years, have had the most rapid enrollment growth. Their enrollments increased nearly two and a half times between 1966 and 1970, with much of the growth coming in first year programs.
- Secondary (high) schools continue to have the largest total enrollment, accounting for about 60 percent of all persons in vocational programs.
- Enrollment in innovative programs, although growing, still is small.
- Agriculture and homemaking, the vocational programs least related to paid employment opportunities, had 42 percent of all 1970 enrollments—a declining proportion, although total enrollment in these subjects increased.
- Most students in secondary vocational education come from families with a socioeconomic status lower than the median for all high school students. Moreover, disadvantaged youth is substantially represented in the programs, and there is some evidence that the percentage of blacks is increasing.
- The pattern of high school vocational enrollment perpetuates stereotypes of "men's" and "women's" jobs. Women constitute over 90 percent of the enrollment in health programs, for example, and less than 10 percent in trades and industry and technical programs.
- The future looks bright for vocational education. By 1980, the number of annual job openings for persons with entry-level preparation in mechanical crafts, construction, health occupations, and other skills taught in vocational programs is expected to be nearly four times greater than the number of people who completed such programs in 1968.

"The overall drift of these findings," the NPA study says, "is that as enrollments and programs have expanded in vocational education, they have become more responsive to career opportunities and to national priorities. However, these changes have taken place with many lags and inconsistencies as is illustrated by the persistence of large enrollments in the agricultural programs."

Although some of the trends reflect national priorities, such priorities may not have enormous impact on vocational programing, according to the NPA policy issues report. "While Federal funds and regulations for qualifying for them may influence the decisions, the Federal Government's support is too small a share of the total outlay to be a primary agent for change in many areas within vocational education," the report says. "For instance, in fiscal 1970, a reported total of $1.8 billion was spent by Federal, State, and local governments for vocational education. Approximately $300 million of this sum, or one-sixth of the total, represented Federal support." (See chart 1.)

The report points out that State and local expenditures have been increasing more rapidly than Federal support since the mid-sixties. As a result, decisions in vocational education are largely made by State and local education agencies which

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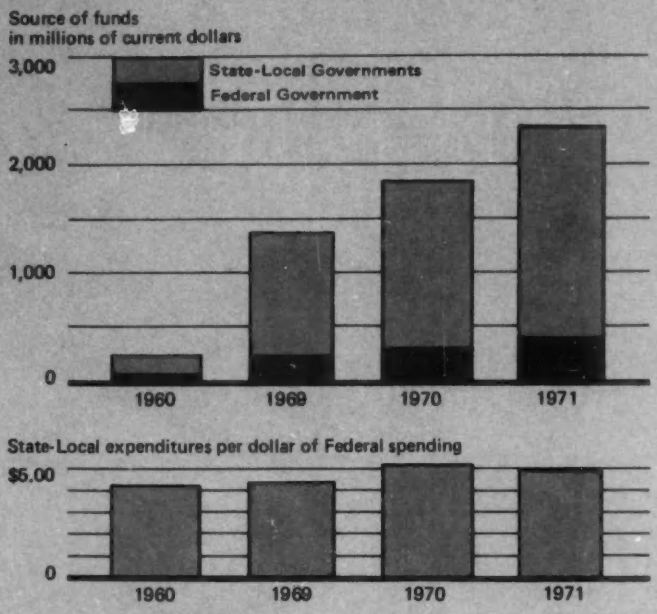
Mrs. Marshall is assistant editor of MANPOWER.

Chart 1

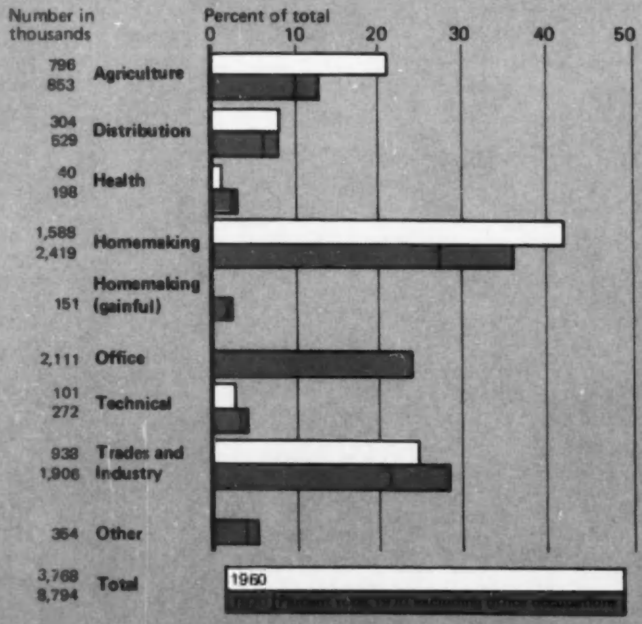
Source of Funds for Vocational Education



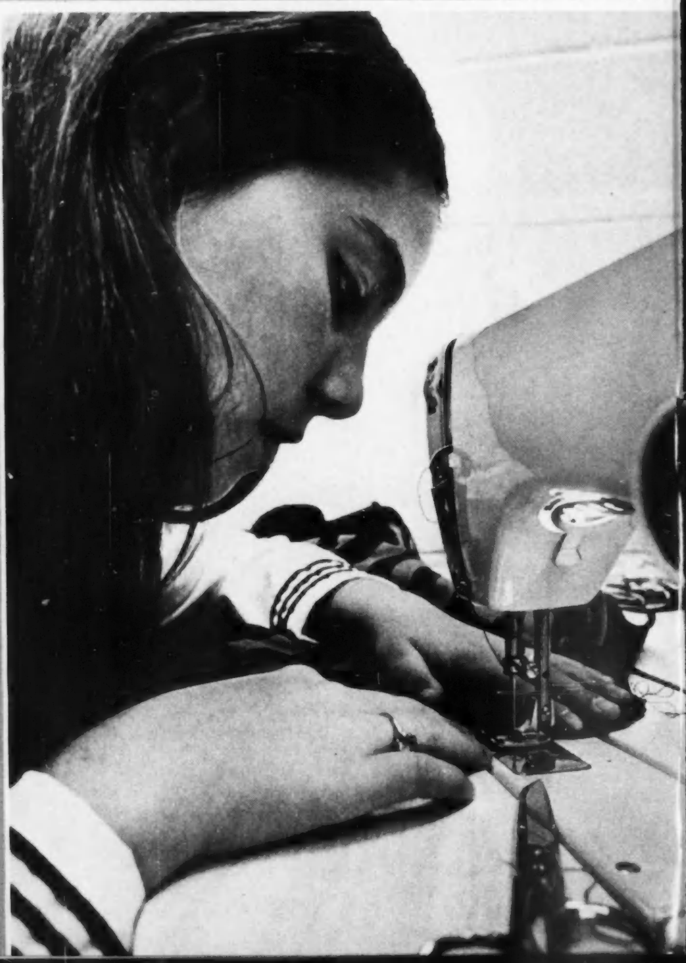
Source: U.S. Office of Education—1971 data is preliminary.

Chart 2

Vocational Education Enrollments by Program



Source: U.S. Office of Education.



"implement priorities as they are defined by these agencies." NPA predicts further dimunition of the potency of the Federal Government in this area if its proportion of vocational expenditures continues to decline. "Many State and local governments," the report says, "may be more concerned with the potential for attracting new industries . . . by providing a pool of skilled manpower trained at public expense than in increasing the enrollment of hard-to-train disadvantaged persons in vocational programs."

Profound changes in vocational education were called for by the legislation of the sixties whose results NPA is assessing. Under this legislation, which emphasizes flexibility in vocational training, States can qualify for Federal funds for courses in all occupations except those requiring a baccalaureate degree. Previously, funding was by categories (agriculture, trades and industrial occupations, and a few others) and responded to the needs of industry. When fishery occupations were added by national legislation, for example, the purpose stated was to "promote the fishing industry in the United States."

The 1968 law not only emphasizes services to people and the need to match their interests and abilities to jobs, but it specifies that 15 percent of the basic vocational education grants to the States—and 25 percent of future increases—is to be used for students with academic, socioeconomic, or similar handicaps; 10 percent is to be reserved for the physically and mentally handicapped. The legislation also calls for cooperative work-study programs, construction of area vocational schools, postsecondary vocational training, and use of private schools for training not available in public institutions.

By 1970, nearly 8.8 million students were enrolled in vocational education programs eligible for Federal support, an increase of 45 percent in a decade. This included 5.1 million in secondary programs, 2.6 million in adult programs, and 1 million in postsecondary training.

However, actual growth in the number of persons in vocational education was not as great as these statistics indicate. Office occupations—a venerable vocational offering—were counted only after the 1963 legislation made them eligible for Federal funding. Moreover, U.S. Office of Education statistics are based largely on course enrollments, which means that a student who is enrolled in two courses is counted twice, the NPA report says. It also notes that little is known on a national basis about enrollments in other than federally funded programs.

Data Conflicting, Incomplete

Who takes vocational education? NPA researchers found that data on this subject often are conflicting and incomplete. However, they cite an unpublished study made in 1967 by the U.S. Office of Education which showed that nearly 80 percent of male high school graduates who took vocational programs and more than 70 percent who took commercial programs came from below median socioeconomic (but not necessarily disadvantaged) sectors. It also appeared that vocational programs enrolled a substantial number of students with below median academic ability as measured by tests of verbal knowledge, mathematical aptitude, general knowledge, and the like.

NPA found it difficult to get an accurate measure of how well vocational education has responded to the priorities for the disadvantaged and the handicapped called for in the 1968 amendments. These groups were lumped together as "special needs" students until 1970, when a specific breakdown for each group was introduced into the reporting system. Taken together, however, the groups show a large increase—from 102,000 out of 6 million enrollments in 1966 to 920,000 out of nearly 8.8 million enrollments in 1970. Some of this increase, researchers say, is accounted for by changes in definition and the reclassification of students.

But programs for the disadvantaged and the handicapped have had some difficulty attracting State and local funds. Preliminary 1971 data indicate that State and local expenditures for these programs were less than the Federal outlays in more than half the States. At the same time, State and local governments expressed other priorities by overmatching Federal dollars for such purposes as postsecondary education.

As to minorities in vocational programs, NPA researchers say there is some likelihood that the vocational education system has served more minority students since passage of the 1968 amendments. But in the light of other survey findings, they think a 1969 Office of Education report that 20 percent of secondary vocational students are minority group members may be too high.

Available information on vocational students emphasizes their need for special supporting services, the NPA report says. Suggested services are remedial English and mathematics courses, and guidance, counseling, and placement services geared to the needs of students who enter the labor market after high school.

The distribution of enrollment among occupational programs showed some continuing trends during the sixties. Homemaking led off in the number of enrollments in both 1960 and 1970. Trades and industry, in second place at the start of the decade, was pushed down to third place by office occupations, which the legislation of the sixties made eligible for Federal funding. Next in line in both years were agriculture and distributive occupations (general merchandising and the like), followed by technical and health occupations. (See chart 2.)

"The persistence of large enrollments in program areas with only a limited relationship to labor market conditions implies that these programs probably serve social, economic, and vocational needs which extend considerably beyond their potential for enlarging career opportunities," the NPA report says.

Many changes appear to be taking place, however, which do not show up in program rankings. For example, homemaking had 42 percent of all vocational enrollments at the start of the decade, and only 27 percent of enrollments in 1970, although the number of homemaking enrollments more than doubled as a result of the great increase in vocational enrollments during the sixties. Agriculture dropped from 21 percent to nearly 10 percent of total enrollments during the sixties, while it gained moderately in absolute numbers. And although enrollments were small in technical occupations (272,000 in 1970) and in health occupations (198,000 in 1970), both programs showed high growth rates. Technical occupations grew by more than two and a half times in the decade; health occupations enrollments increased nearly five times.

NPA also took a look at the distribution of vocational programs by level of instruction and by area. Although secondary schools enrolled most of the students—some 5.1 million—postsecondary schools grew by leaps and bounds, from 440,000 enrollments in 1966 to more than a million in 1970. This was by far the greatest growth of any level of vocational instruction. Enrollments in adult programs grew least of all; in 1970, they were only about 5 percent greater than 4 years earlier. But this does not mean adults are slowing down in their occupational education demands, the NPA report points out. Much adult occupational training takes place in community colleges but is not included in vocational education statistics unless the programs are federally funded.

Only limited information is available on the variety of occupational choices by geographic area, NPA says. An NPA survey made last year in six school jurisdictions, half of them rural, found that 54 percent of rural secondary vocational students were enrolled in neighboring small city schools where the number of course offerings ranged from 6 to 23. The remaining rural students went to schools with five or less vocational courses. In urban areas, 86 percent of the vocational enrollments were in schools offering 6 to 23 courses.

Some indication of rural-urban priorities may be learned from seeing how vocational education funds are spent. In only 9 of 43 reporting States did researchers find that the proportion of funds spent in urban areas in 1971 was equal to or greater than these areas' share of their State's population.

Gains in Earnings Cited

Many different measures are used at one time or another to evaluate vocational education and to determine its place in our schools. One is the cost of vocational programs, which typically runs about $100 to $200 higher than most secondary school offerings. But judging vocational studies solely in terms of economic efficiency—to demand, for example, a larger dollar return than in other high school curricula—overlooks equity considerations, the NPA says, and does not allow for variations in student interests, backgrounds, and abilities. If economic considerations were the only criteria, we would train only our most able students.

Past exposure to vocational programs does, however, increase a worker's earnings potential. The NPA report cites an analysis of data in studies made for the Manpower Administration by the Ohio State University Center for Human Resource Research of young men who were out of school. This analysis indicates that high school vocational instruction increased the men's earnings in periods of rising economic activity, when employers were more likely to seek vocational graduates and use their knowledge as the basis for more specialized on-the-job training. When economic activity slacks off and unemployment rises, however, the economic advantage of vocational training was found to diminish because experienced workers compete for the same jobs as recent graduates with little or no experience.

Other research shows that vocational graduates have significantly higher employment rates for their first six post-high school years than academic graduates who do not attend college. The reason for this success, however, may not necessarily be their preparation for specific occupations after graduation. A national survey of high school vocational graduates found that only about a quarter of them enter jobs in their field of training. Graduates of agricultural programs were the most likely to change occupational directions; those from health and technical programs were least likely to change. Moreover, graduates who had jobs closely related to their training were better satisfied with their jobs but had few advantages in terms of wages or steady employment over graduates who changed fields.

To many persons the chief rationale for vocational education is its use as a form of general education, especially for students with limited verbal interests and skills, NPA says. "The physical setting, freedom of movement, personalized instruction, and emphasis on physical skills in vocational programs are widely believed to motivate (such) students to remain in school rather than to become high school dropouts," the report says.

Refrigeration
Polyphase

However, there seems to be little foundation for this belief, NPA says. The Ohio State studies of out-of-school young men, for example, show that the graduation rate of those with academic backgrounds was 21 percentage points higher than that for vocational students. For blacks, the differential favoring academic studies was 34 percentage points.

Moreover, Office of Education statistics on completions in vocational education (these apply to secondary, postsecondary, and adult vocational programs) show a low ratio of completions to enrollments. In only a few programs do completions exceed 33 percent. The highest ratios—nearly 40 percent—are in nurse assistant and practical nurse programs.

The reasons for the low retention rate of vocational students are unclear, NPA says. Perhaps vocational programs attract the most likely dropouts. Or it may be that some vocational students have more readily marketable job skills than students taking academic subjects and find high school vocational programs too long for entry-level training. NPA cites recent studies which suggest that 3 years may be an optimal high school term in relation to school costs in certain programs and the earnings their students must forego by remaining in school. On the other hand, Office of Education statistics on students at the three vocational program levels show that only a small number of dropouts left because they had acquired marketable skills before their training programs ended.

For those secondary vocational students who graduate, however, high school occupational studies apparently provide some basis for further schooling. More than half of these graduates get additional education—about a fourth of them in college—according to preliminary findings of research still underway.

What is the long-range outlook for vocational education if—as anticipated by the legislation of the sixties—it changes its program priorities and offers instruction closely linked to jobs? Dr. Lecht, author of NPA's report, offers some perspective on this by comparing the number of high school vocational graduates in nine broad occupational areas with the number of projected job openings in their fields of study. By 1980, he estimates, there will be 2.1 million annual job openings for which such graduates might qualify, nearly four times the number of 1968 graduates who trained for these occupations.

But although the 1968 vocational amendments put a high priority on giving students marketable skills, there are a number of reasons why the relationship between enrollments and prospective career opportunities may continue to be a loose one, the NPA report says. One of these reasons is resistance to change, particularly in secondary schools where facilities and tenured faculty have been built up around long-standing programs. Postsecondary schools, which tend to be younger and more flexible, are more responsive to labor market needs, NPA finds.

A more complex and enduring problem in assigning a higher priority to manpower needs may be getting adequate information on what these needs are.

"In many areas, there is an overflow of manpower information of limited applicability in vocational education," NPA says, "while in other areas there is a gross absence of the basic information which is required for planning. Educators and administrators seeking information about future manpower needs are likely to encounter a maze of estimates indicating projected national requirements and job openings . . . and a shortage of information about local job openings . . . or the expected growth in their labor supply." In addition, there is no uniform national reporting of data on the supply of trained manpower being produced by private schools, on-the-job training programs, community colleges, and the like.

It is not surprising, the NPA report says, that in a recent survey only 2 of 15 States reported that they specifically considered manpower needs in allocating vocational funds.

A second major portion of NPA's study is a review made last year of publicly funded skill training programs in 20 cities. Concerned only with training for entry-level jobs, this part of the study covers programs of the Manpower Administration, secondary schools, and postsecondary institutions such as community colleges, vocational-technical schools, and area vocational schools.

The question this section seeks to answer is: Are there duplications of effort or gaps between the various skill training programs funded by the Federal Governments? This portion of the study was spurred by the National Advisory Council on Vocational Education at the behest of Congress.

Almost a million students were enrolled in the public institutions surveyed and nearly 400,000 were taking skill training. More than 60 percent of the skill training enrollments were in high schools, nearly 25 percent in postsecondary institutions (primarily in community colleges), and 11 percent in Manpower Administration programs. However, from city to city there were great variations. The share of a city's skill training done by postsecondary institutions ranged from 50 percent in

Sacramento to less than 5 percent in Boston. The share done in Manpower Administration programs ranged from 40 percent in Boston and Washington, D.C., to 5 percent in Chicago and Detroit.

Most occupational trainees in school and manpower programs alike were learning office, trades, and industrial skills. In addition, postsecondary schools had fairly heavy enrollments in health occupations and technical courses. Differences among programs in the three public training sectors largely were in populations served, supportive services provided, and the level of skill training.

When broken down by race and ethnic group, occupational enrollments in high schools were 47 percent black and 43 percent white. Most of the remaining 10 percent were Spanish-speaking. In postsecondary schools nearly 64 percent of the occupational students were white and 23 percent black, while the racial representation in manpower programs was almost the reverse of the percentages for postsecondary schools. Manpower programs also had a larger proportion of enrollments by the Spanish-speaking and other minorities than did secondary or postsecondary schools.

Although manpower programs had the highest proportion of black participants, high schools accounted for the highest total number of blacks in vocational programs. This was true because high schools had by far the largest number of persons taking occupational studies.

Few high school administrators thought their vocational programs adequately served the disadvantaged. At the same time, they found it difficult to set up special services or programs for this group because they were having trouble simply providing enough standard vocational education courses to meet regular student demands. However, there were indications that the vocational legislation of the sixties, with its special funding provisions for the disadvantaged, was beginning to affect this situation in the 20 cities, the NPA report says.

Most postsecondary institutions in the survey were relatively new and, according to NPA, "much more sensitive to the needs of disadvantaged individuals." The majority of them had some form of "open admissions" and did not require high school graduation. Instead, many used grades and past performance or aptitude and interest tests for student placement in certain courses. The demand for education and training in these schools was so much greater than their available space, however, that they tended to serve those persons with the least problems. This was easier and cheaper. Sometimes the location of a school and the lack of public transportation effectively shut out low-income, inner-city students—a "significant problem" in Boston, Allentown, and Memphis, according to NPA.

Many Train in Same Fields

By focusing its attention on the needs of disadvantaged persons and minorities, the Manpower Administration was providing opportunities for skill training to populations which otherwise might not be served by public schools, the NPA report says. As a result, researchers found little overlap in the populations served by secondary, postsecondary, and Manpower Administration programs. There was, however, considerable common ground in the occupations for which people were being trained. As many as 75 percent of the trainees in publicly funded skill training programs in some cities were preparing for similar occupations—office work, low-skilled health occupations, auto mechanics, welding, cosmetology, food service, and electrical work were among the most common.

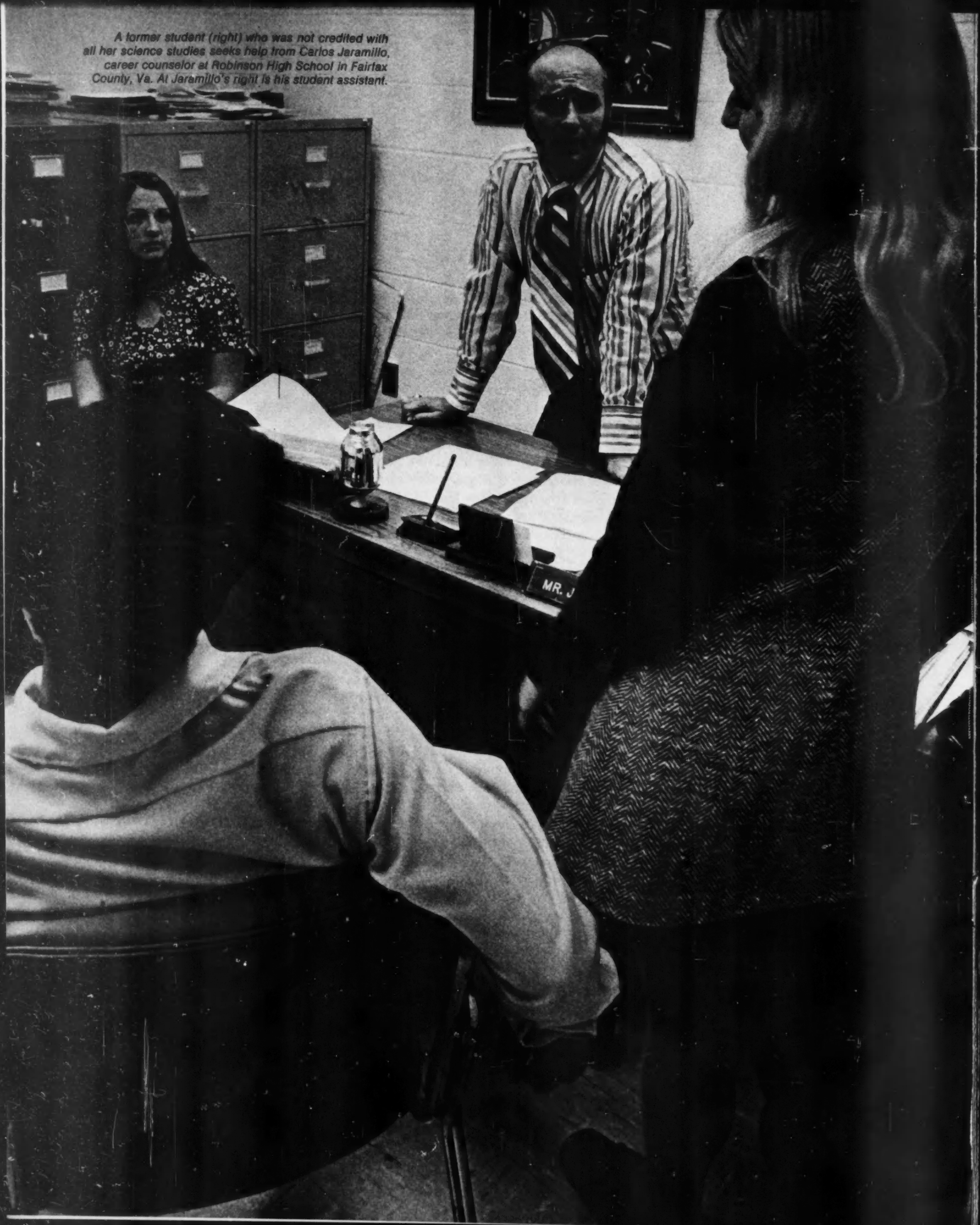
Whether all these people could get jobs in their field of training might be open to question inasmuch as 15 percent of all enrollees in the 20 cities studied were heading for occupations that already had a manpower surplus, NPA found. About 15 percent were training for occupations with manpower shortages.

Despite all the training underway in these cities, NPA found large numbers of youth who apparently were not receiving any kind of vocational instruction. In two cities, for example, less than 12 percent of the 16- to 18-year-olds were taking high school occupational courses and less than 5 percent were in the Neighborhood Youth Corps out-of-school program or the Job Corps, the Manpower Administration's two major programs for youth who no longer attend school.

"These data suggest that gaps in services exist and may be substantial," the NPA report says. "For the out-of-school groups, a marked expansion of skill training is needed and for teenagers, with their extremely high unemployment rate and their lack of work experience, the shortage of training opportunities is particularly critical."

Coordination and communication among occupational training programs needs much improvement, according to NPA. Researchers found many administrators of training in one public sector who were poorly informed on available resources in another sector. And while there was general agreement that assessing human needs in large urban communities and relating such needs to all available resources is highly desirable, the accomplishment of this goal is complex and difficult, NPA says.

"The sheer number of programs and program administrators, different channels of funds and priorities, disagreement over priorities, and limited . . . resources, all contribute to a problem possessing no simple or timely solution." □



A former student (right) who was not credited with all her science studies seeks help from Carlos Jaramillo, career counselor at Robinson High School in Fairfax County, Va. At Jaramillo's right is his student assistant.

Career Guidance: A Call for Change

by Lawrence Davenport

A recent study of publicly sponsored occupational programs in 20 U.S. cities found no vocational guidance in 48 percent of the secondary schools, 24 percent of the postsecondary schools, and 28 percent of U.S. Department of Labor training projects. The study was part of the National Planning Association's evaluation of vocational education for the U.S. Office of Education.

The guidance gap in these facilities is a serious deficiency for all students, but particularly for those from low-income families. More than 10.3 million families living in poverty in the U.S. have young children, and in most of these families the parents are unable to give their youngsters adequate career counseling. One of the many studies pointing up this fact is David Gottlieb's *Winners and Losers in the Good Life Contest,* an unpublished paper done at Pennsylvania State University. Gottlieb surveyed 3,606 low-income black and white urban males—all 16- to 18-year-old Job Corps enrollees—to learn whether the young men thought their parents could help them make career choices. More than three-fourths said their parents wanted to help, but only one-third felt their parents could do so.

Report Based on Year's Study

The National Advisory Council on Vocational Education has just published its sixth report, *Counseling and Guidance: A Call for Change*. (The report is available free in quantities under 100 from the Council, 425 13th St. NW., Suite 852, Washington, D.C. 20004.) The report is the result of nearly a year's study, including numerous meetings with representatives of business, labor, education, and the general public.

In this investigation the Council found that most school counselors are academically oriented and interested mainly in guiding academically able students toward college. (Even in postsecondary schools, according to the National Planning Association study, 24 percent of the schools in the 20 cities surveyed had no vocational guidance services. See chart.) Academic guidance is one valid function of counselors, but it should not be their exclusive concern. Most secondary students do not go on to college and would benefit from counseling on postsecondary vocational and technical education opportunities. Unfortunately, most counselors ignore their responsibilities toward these students and know very little about vocational courses or the jobs they lead to.

Although school counselors themselves must bear much of the responsibility for these failures, the Council report points out that there are others who share the blame. Among them are school administrators who downgrade the need for professional counseling and assign counselors to other duties; parents who pressure their children and their children's counselors into pursuing the idea of college attendance to the exclusion of any alternatives; educational institutions that require future counselors to take only one occupational guidance course; the business community that fails to provide school counselors with adequate information on work opportunities; manpower experts who fail to disseminate adequate information to counselors on training programs and on the earnings of program graduates; and labor unions that fail to build close relationships with educational institutions.

By 1980, blacks in the U.S. labor force are expected to number 12 million—2.8 million more than in 1969. Nearly 60 percent of them will be under 35 years old and most of them, according to the Bureau of Labor Statistics, will have had an adequate education (by 1980, 73.6 percent of blacks and other minorities aged 25-34 are expected to have completed 4 years of high school, compared with 57.1 percent in 1969). Properly counseled and trained, these young blacks can take big strides to close the gap between the median annual incomes of blacks and of whites—a gap of $3,958 in 1971.

High Placement Rate

Placement data from the U.S. Office of Education indicate that career-oriented programs could help minority youth bridge this gap. During fiscal year 1969, about 63 percent of the persons completing secondary vocational education programs were available for placement. Of these, nearly 77 percent were employed in training-related jobs, 14 percent in unrelated jobs, and nearly 4 percent in part-time jobs. Slightly more than 5 percent were unemployed (at that time the unemployment rate for 18-year-olds was 12.5 percent).

Among those who were not available for placement at the end of vocational training, about 70 percent were continuing in school full time and another 18 percent were in the Armed Forces. Obviously, vocational education is successfully preparing most of its students for work or further study.

The career education movement now underway offers much hope that in the future more students will receive proper career guidance and training. The intent of career education is to assure that every student, upon leaving school, either will be prepared for higher education or will have the skills required for entry into a modern occupation. According to plans now taking shape, all students would participate in career education from kindergarten through grade 12. Emphasis in the early grades would be on developing awareness

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Mr. Davenport is chairman of the National Advisory Council on Vocational Education and vice president for development of Tuskegee Institute.

Career Guidance

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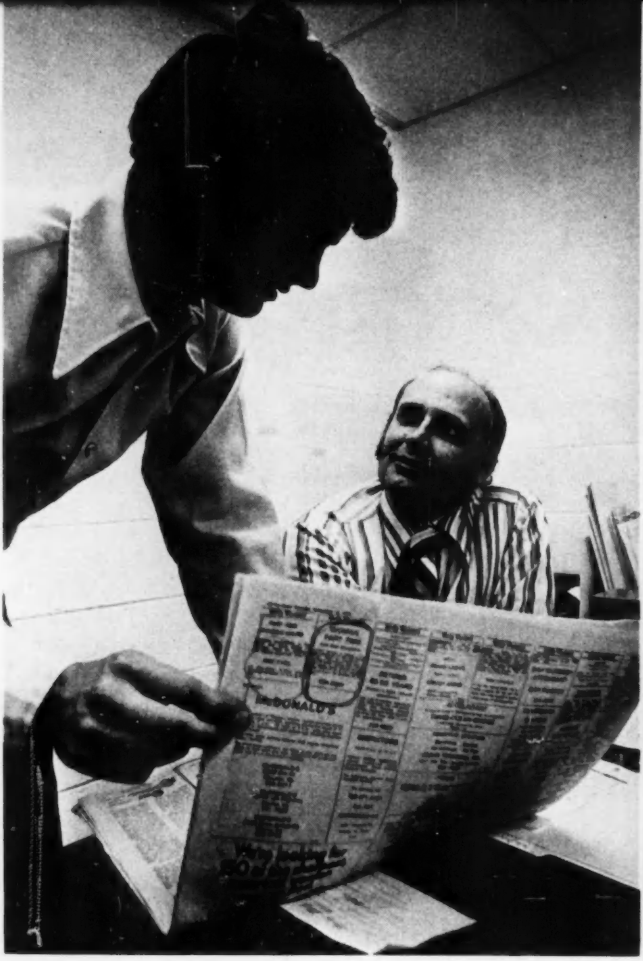


Jaramillo helps a student scan newspaper ads for a job. Jaramillo's work keeps him in touch with local offices of the Virginia Employment Commission and with area employers.

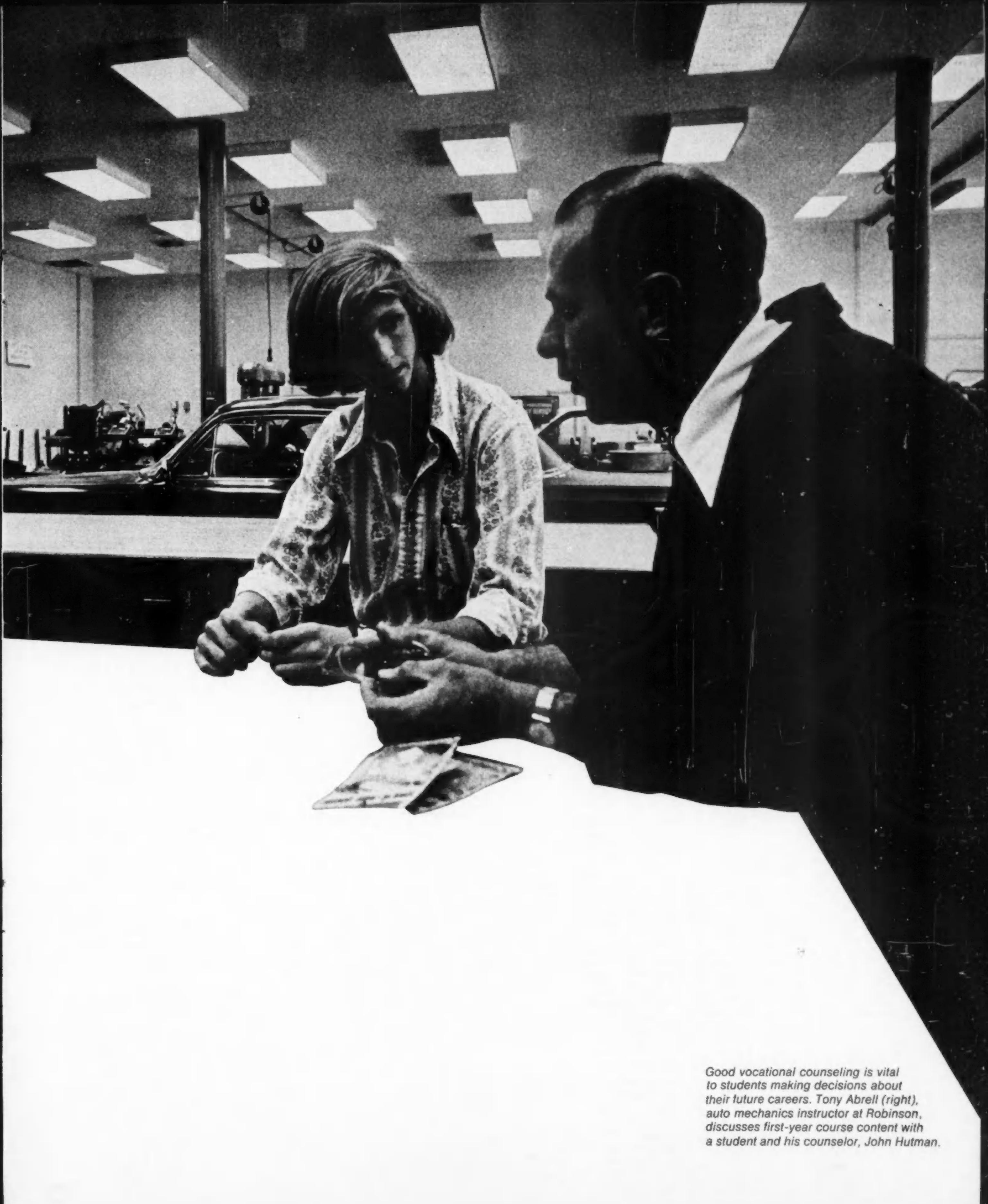
of the world of work while older children would explore career options in fields that interest them, then get the needed training for these careers in postsecondary vocational instruction or in colleges.

Unlike much of our present-day vocational programing, career education would not be a tracking system that puts the presumed sheep on one path and the presumed goats on another. All students would have both academic and occupational training, and interest in one sector would not rule out changes along the line. For example, if a student taking mechanical drafting decides while he is in high school, or even later, that he wants to get an engineering degree, he would find that his first choice was not an irreversible one and that the gate to college is open. Moreover, under the career education concept choices among all the options would be made by students, not by teachers or administrators.

In such a system, the needs would be great for quality guidance and counseling. Although the curriculum itself would fulfill some guidance functions by exposing students to various career possibilities, there still would be much demand for professional assistance as students wend their way through a host of career-bound decisions.

Reforms are needed in counseling and guidance to meet both current demands and those inherent in a career education system. The National Advisory Council on Vocational Education recommends that:

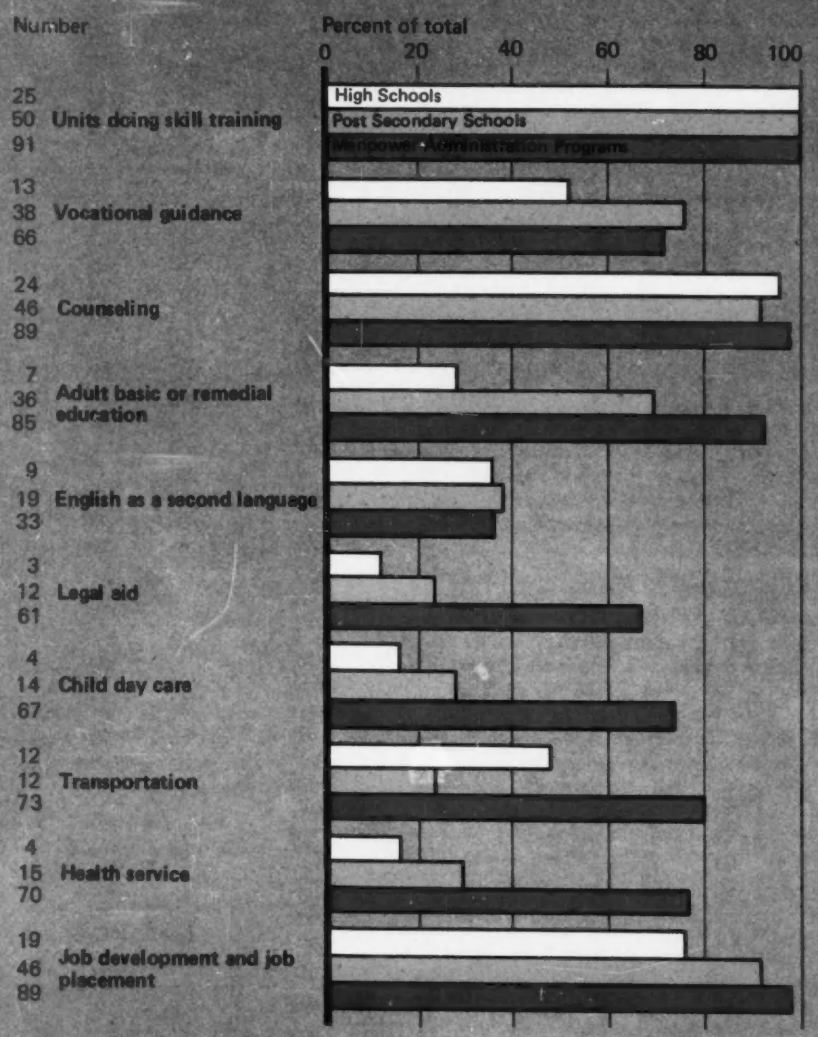
- Colleges require future counselors to take at least one introductory course in career education and do some on-site study of the business-labor community.
- Career development programs be considered a major component of career education and provision be made for training and employment opportunities for paraprofessionals to work under the supervision of professionally qualified counselors.
- The counselor-pupil ratio in public schools be lowered and group guidance also be employed to provide quality counseling to all who need it.
- State departments of education require all school counselors who work with students and prospective students of vocational education to get outside work experience.
- Persons from business and labor be drawn into counseling even though they may have no teaching experience.
- Community-wide counseling programs and other special efforts be made to serve minorities, the poor, handicapped persons, adults, inmates of correctional institutions, veterans, and others whose needs for vocational counseling are great.
- Counselors be given better data on



Good vocational counseling is vital to students making decisions about their future careers. Tony Abrell (right), auto mechanics instructor at Robinson, discusses first-year course content with a student and his counselor, John Hutman.

XU

Supportive Services in Publicly-Funded Training Programs in 20 Cities



Source: National Planning Association unpublished report, *Duplication, Gaps, and Coordination of Publicly Funded Skill Training Programs in 20 Cities.*

vocational training and job opportunities.

- Job placement and followup services be considered major parts of guidance programs.
- The U.S. Office of Education create a bureau of pupil personnel services with a strong counseling and guidance unit.
- Congress create categorical funding for counseling and guidance in all legislation bearing on education and training so that these services are funded at a level commensurate with needs.

Progress Piecemeal, Slow

Some beginning efforts to improve guidance services are being made. The recently enacted Higher Education Amendments of 1972 authorize funds for counseling as part of the development and expansion of postsecondary occupational education facilities. At the community level, a few demonstration programs are showing the potential of guidance when it is made available to the noncollege bound. In Cleveland, for example, guidance is a key part of a highly successful school-to-work transition program which the National Advisory Council on Vocational Education and the U.S. Office of Economic Opportunity are now trying to set up in other cities. Nationally, the Junior Chamber of Commerce is trying to provide better occupational information for students and counselors alike in its series of career guidance films.

But progress in improving guidance is piecemeal and slow. Meanwhile, some 2.5 million youth leave school each year without the skills they need to realize their potential in the labor force. This waste will continue until schools provide quality guidance to all students, regardless of career interests, race, income group, sex, or any handicaps they may have. ☐

News & Notes

The Department of Labor has come up with two new wrinkles for helping Vietnam era veterans, and is trying them out in and around Los Angeles. One is the split-job concept. Public employers will be asked to hire two veterans for one job so the former servicemen can go to school and work. Each veteran would work half a day. The other approach is the salary voucher, which gives the veteran a certificate stating that any public agency hiring him will be given Federal funds to pay his salary 1 year. Some $16.5 million in Public Employment Program funds are earmarked for the pilot effort.

* * *

About 450 severely disabled veterans will be employed by the State employment services and trained in paraprofessional positions. "This $2 million manpower project will allow disabled veterans to be immediately employed and trained in positions where they will have face-to-face contact in serving other disabled veterans," said Secretary of Labor James D. Hodgson.

* * *

The Carpenters Union magazine reports that although nails are sterilized because busy craftsmen habitually hold them in their mouths, they can still cause trouble. A few years ago, surgeons examining a carpenter's stomach pains discovered he had swallowed 160 nails of assorted sizes.

* * *

"The Wall Street Journal" reports that building trades craftsmen are accepting lower pay for residential work in many areas. It cites plumbers in Atlanta drawing $6 an hour on residential buildings compared with their normal union rate of $7.85 on big jobs, and Cincinnati hardhats on residential jobs accepting 60 percent of their wage rates for commercial projects. It also reports that more than 80 International Brotherhood of Electrical Workers locals now have special homebuilding rates and that the Sheetmetal Workers plan to move in this direction.

* * *

New York State now permits girls to serve as newspaper carriers for up to 4 hours daily during school days. Previously, only boys were allowed to deliver papers.

David O. Williams, 35, is the new Regional Manpower Administrator in the Chicago office of the U.S. Department of Labor. Williams for 2 years had been director of the Special Review Staff in the Office of the Assistant Secretary of Labor for Manpower in Washington, D.C. Williams will be responsible for all Manpower Administration work and training programs in Region V, which includes Illinois, Indiana, Ohio, Michigan, Minnesota, and Wisconsin.

* * *

The Women's Bureau of the U.S. Department of Labor was recently hailed by a union publication for its "hard day-in-day-out, year-in-year-out painstaking work" in advancing the cause of women's rights. "The Butcher Workman," monthly magazine of the Amalgamated Meat Cutters & Butcher Workmen, AFL-CIO, in its May 1972 edition, called the Women's Bureau "the center of reliable and pertinent information on women," and added that the Bureau "can claim chief credit for Federal legislation establishing the principle of equal pay for equal work." The magazine called for the cooperation of unions, employers, educators, and the public in the Bureau's efforts to end job discrimination not only against women but against other members of society.

* * *

A project to determine the feasibility of training a variety of health professionals at a single school is being carried out by the University of the Pacific. It is funded for nearly $350,000 by the Department of Health, Education, and Welfare. The university is exploring how numerous types of health care professionals could be trained in a common interdisciplinary educational system. The 15-month study is being conducted by the University's School of Medical Sciences at the Pacific Medical Center in San Francisco. The program could provide an entirely new degree of career mobility among people in the health professions, according to university officials.

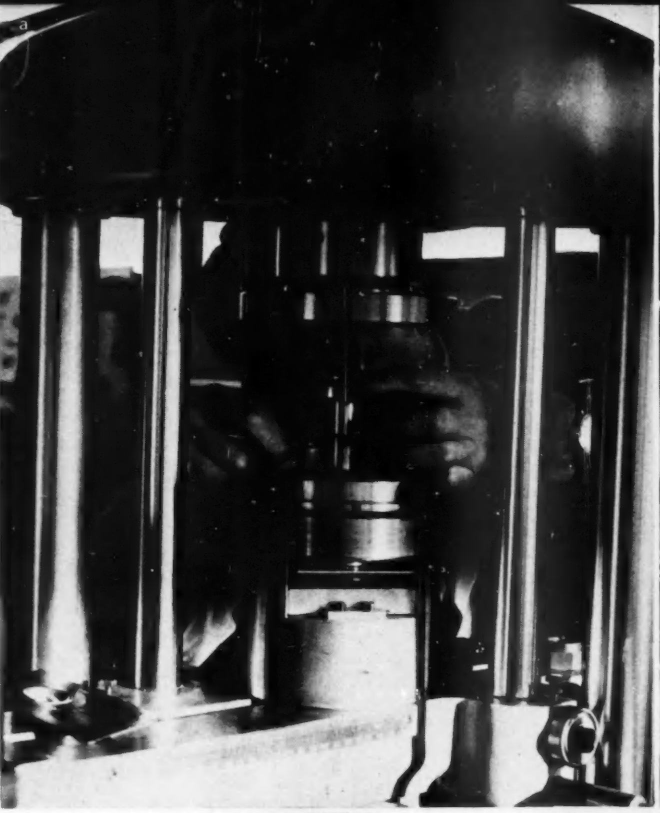
* * *

Most people don't like to work with somebody watching over their shoulders. A garage mechanic in New Hampshire has done something about it. He lists his repair charges like this: "Hourly rate, $6. If you watch, $10. If you help, $15."

MANPOWER POLICY in WESTERN EUROPE

by Beatrice G. Reubens

Germany, France and Great Britain Expand Training Opportunities



At a time when training programs, the mainstay of American manpower policy in the 1960's, have sunk in esteem and proposals for direct job creation have come to the fore in the United States, occupational training for employed as well as unemployed workers at every skill level has been greatly enhanced by actions taken in West Germany, France, and Great Britain. So novel and sweeping are some of the training provisions that they form the core of a "new" manpower policy which may dominate the 1970's as Sweden's did in the 1960's.

The training programs in the three countries are at different stages. Germany's law has been in actual operation since mid-1969. France has delayed full enforcement of its July 1971 legislation because the decrees which spell out the necessary details of finance and administration are still emerging. Great Britain is slowly beginning its program, announced early in 1972 without new legislation; however, full implementation depends on enactment of complementary and reinforcing measures.

Some common elements and some factors specific to each country may be seen in the background of the new programs. Like the United States, each country has been struggling with the inflation-unemployment trade-off. Germany appears most successful, while Britain has had serious unemployment, perhaps as much as the United States if measured by identical standards and if special weight is given to prime age males. Labor shortages are common in Germany and France, which depend heavily on foreign workers. All three nations, but especially Britain which is about to join the Common Market, are concerned about meeting the economic competition within the Common Market.

The three countries view changing technology and economic

Dr. Reubens, senior research associate with the Conservation of Human Resources Project at Columbia University, recently returned from a 1-month study trip to Europe arranged by the Manpower Administration.

Germany

a *Retraining for this German worker includes learning to use a device for inspecting raw materials.*

b *Hotel and restaurant workers interested in moving up the job ladder study business management at a Dortmund technical high school.*

c *Electronic repairmen are brought up to date on the latest techniques and equipment at the Essen Training Center.*

d *A wood carver sharpens her skills at a retraining course at Oberammergau.*

e *Workers are eligible for a variety of vocational upgrading programs at the Essen Center.*

f *Construction machine operators are retrained and upgraded through programs sponsored by the German Construction Industry Association.*

This view of the Rouen center of the French National Association for Adult Vocational Training shows the restaurant (foreground) and main residence building.

structures as both a threat and an opportunity to the labor force; many workers may have to change occupations several times in a lifetime. Public systems of continuous training and education of adults, sometimes called lifetime learning, are considered necessary for economic growth and the protection and advancement of individuals at all socioeconomic levels. But unlike in the U.S., such programs are not concentrated on the disadvantaged.

The recent programs in Western Europe build on existing institutions and previous legislation, but each has noteworthy new features. Germany's Omnibus Employment Promotion Act of 1969, one of three important manpower measures passed at that time, consolidated and improved training legislation of 1964 and 1966, replaced the 1927 basic law on placement and unemployment insurance, restated the functions and finances of the chief manpower agency, now called the Federal Employment Institution, and dealt with numerous other subjects. The new legislation makes a particular effort to upgrade the quality of the labor force, in contrast to an earlier concern with quantity, involving the recruitment of unskilled foreign workers.

Essentially, every German worker now is legally entitled to a variety of training, subsidized heavily by government out of the unemployment insurance payroll tax levied on employers and workers. Workers requesting training are subject to minimal eligibility conditions and rarely are rejected. While the training cannot be the sort an employer would provide on his own, the law recognizes three main types of subsidizable training:

- Basic occupational training and continuation courses for workers who cannot afford the fees themselves.
- Further training, which subdivides into training for promotion, adaptation training, training for women reentering the labor market, training to pass trade tests, training for instructors, and training for older jobseekers.
- Retraining to prevent or correct unemployment.

Loans, Grants Available to Institutions

To facilitate the rapid absorption of applicants, the law also provides for loans and grants to public and private training institutions so that they can construct, extend, and equip their facilities. Although the trainee has no legal reemployment rights, he may receive as much as 90-95 percent of his former wage while training, as well as special assistance to find new work and maintenance allowances if he is unemployed after training.

The new law has strikingly increased the number of trainees and expenditures, but some of the growth represents absorption of a backlog and transfers among training programs. Compared with Sweden, where 3 percent of the labor force has been in training when unemployment has been high, the 250,000 people in training under Germany's new law constitute only 1 percent of the labor force, but this has been achieved under full employment.

While the program has been in effect too briefly for a full evaluation, the Organization for European Cooperation and Development (OECD) examination of German labor market policy has pointed to several areas of weakness. The chief beneficiaries of the new program have been young men (under 35) who already are fairly well established and who are using further training for advancement. Women, older workers, foreigners (who have legal entitlement), and the young unskilled are under-represented. The problem is how to get those who need training most into the system. By permitting trainees to choose their own courses, within broad limits, public training has not necessarily stressed the fields of greatest social or labor market importance; women trainees have elected fashion and beauty culture above child care and nursing.

Rapid Rise in Costs Per Trainee Criticized

Insufficient attention has been paid to varying the number of trainees according to economic circumstances, thus using the program in a counter-cyclical fashion. The scheme does not yet follow the principles of lifelong learning, nor is there good integration with the developments in adult education and the movement for paid educational leave from work.

On the financial side, the rapid rise in costs per trainee was criticized, as was the method of financing through a payroll tax which is not varied in amount counter-cyclically and in an anti-inflationary way. The tax also penalizes the large proportion of workers who do not apply for training; a study in Northrhine-Westphalia showed that only 11 percent of males was willing to make the sacrifices entailed in leaving work for a training course. Despite these strictures, the OECD examiners were deeply impressed by the generosity and scope of the new program and commended it to other countries, together with other features of the German "new labor market policy."

In France, the training law passed in July 1971 also consolidates earlier legislation (1959, 1963, 1966, 1968), but its novel aspects derive especially from the July 1970 national agreement between trade union federations and employer associations. The new program was stimulated by dissatisfaction with the educational system's preparation for work at all levels, and the desire to offset worker resistance to change and to promote social and occupational advancement. The 1971 law, which converted a collective agreement covering part of the

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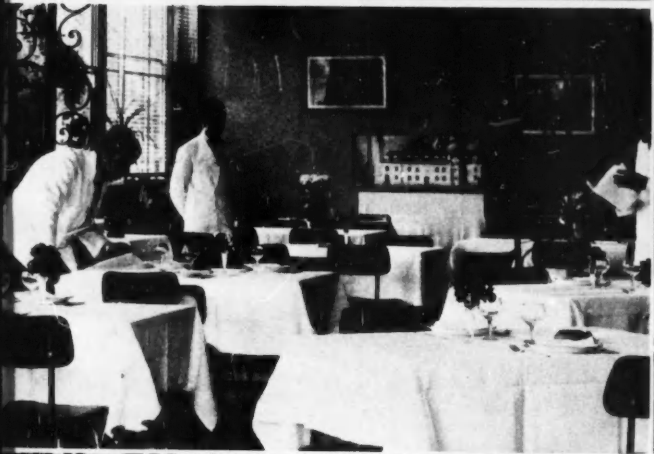
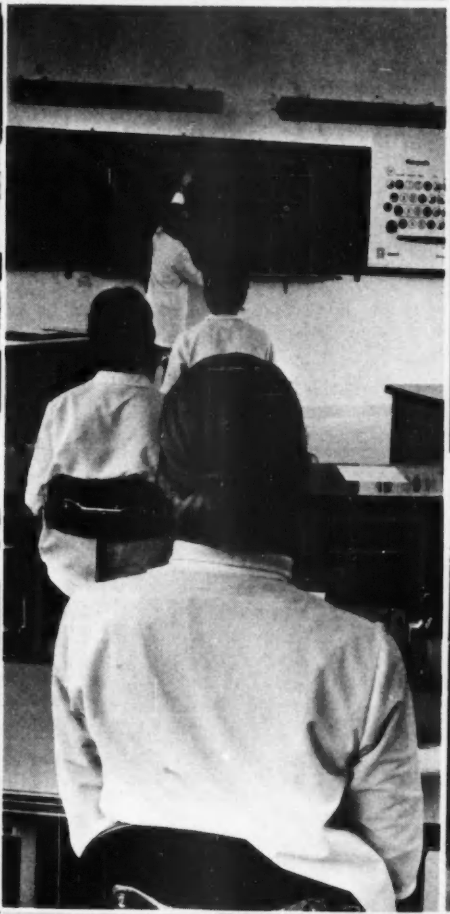
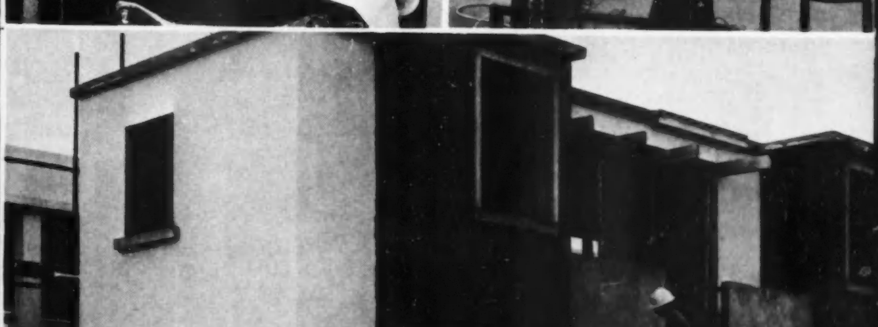




The National Association for Adult Vocational Training operates courses for construction workers, bulldozer operators, electrical maintenance workers, long-distance truck drivers, chefs and waiters, typists, and people interested in learning a variety of other occupations.

TOTAL
VEHICULE-ECOLE



work force into a law applying to all, was one of a series of five important manpower measures passed in that period.

The distinctive features of the French legislation are:

- Provision of a legal right to a paid leave of absence from a job in order to obtain training.
- A tax on employers, rising to 2 percent of payrolls by 1976, which is waived to the extent that employers provide training themselves or participate in approved programs.
- Government contributions for training facilities, instructors' salaries, and reimbursement of employers who pay their workers while they are training.
- A stipulation that a firm need not have more than 2 percent of its workers in training at any time.
- Establishment of contributory insurance funds within industry for the payment of training expenses.
- An attempt to relate the right to occupational training to a system of recurrent or permanent education.

Even before the French law becomes effective, close observers have seen many areas of potential trouble. Employers are reluctant to take financial responsibility for basic education unless it is essential to occupational training. The trade unions, however, insist that basic and permanent education be built into any training effort, and want a large share in formulating training plans. The full cooperation of the educational establishment is required, but there are doubts about whether it will be forthcoming, in spite of the creation of a special office in the Ministry of Education.

Skilled Workers Likely to Benefit Most

It is estimated that large firms currently provide training for 2 percent or more of their workers and therefore will not be affected by the new law, while small firms will be slow to respond, especially in service industries and where large numbers of women are employed. Employees at the management, technical, and skilled level are expected to benefit most. For that matter, many workers are thought to be indifferent to training and afraid to return to school, so the problem is not one of meeting needs but of creating them in the first place. Much reform is required in the methods and content of adult training, including less specialization in advanced training. Some observers think it may be 10 years before the law is fully implemented, but all agree that its passage marks a new stage in French manpower policy.

Of the three countries, Great Britain's program is least innovative. But in view of the small number of trainees currently in government centers and the emphasis on teaching skilled manual trades, the proposed Training Opportunities Scheme (TOPS), with its goal of 100,000 trainees a year in government centers and its much wider range of courses, marks a new departure from the dual system of employer and government training established in 1964 by the Industrial Training Act (see *Training Ideas From Britain,* MANPOWER, November 1971). Britain still maintains that employers are primarily responsible for training, and the proposed changes in the Industrial Training Act are intended to strengthen that system, not to displace it. Whether these changes, disputed bitterly in Britain, will be adopted is not our present concern.

What is at issue is the expanded role of government training and further education courses for those who cannot expect training by individual employers. These are the unemployed; persons returning to the labor force after an absence; individuals wishing to equip themselves for new or better jobs; those who are displaced as industries decline; those who must be trained to meet national economic needs going beyond the obvious needs of particular industries; and, to some extent, those whose training is in the interest of particular industries but not necessarily of individual employers. It is believed that these categories never total more than a small fraction of the workers eligible for training by individual enterprises, and that the function of government training is to fill the gaps.

The proposed expansion of government training has been received favorably, although reservations have been expressed about the resistance of trade unions to accepting government trainees as fully qualified and the ability to assist the jobless if unemployment is not sharply reduced. The Trades Union General Council (TUC) doubts that the financing of the proposed scheme will be adequate for the expansion desired and also urges that the increased training allowances be made equal for women and men.

The TUC also criticizes the exclusion from government training of young people who have been in full-time education within the previous 3 years, since surveys show that employers do not now offer training to most young people. If the government's plan is adopted, a new independent National Training Agency will be established, distinct from the employment service, and this feature disturbs some who see duplication of effort, conflicts, and gaps as a result.

Despite the limitations experienced and anticipated in all of the new training programs, they, and their companion measures which have not been described here for lack of space, constitute an important trend whose main features are:

- Growing recognition that employers cannot be expected to do all necessary training and that individuals cannot arrange and finance it themselves.

Great Britain

- Acceptance of noncategorical occupational training as a public responsibility that, along with general education, contributes to equality of opportunity.
- Recognition that expansion of higher education at public expense creates a need to offer occupational training as a legal right to those who help pay for but do not benefit from higher education.
- Inclusion of occupational training as a part of lifelong education.
- Acceptance of the need to release people from jobs for training, with the legal right to return or assistance to find new work, even in full employment conditions.
- Use of continuous training concepts to anticipate changes in the economy, rather than adjust to changes after they occur.
- Pay for training at levels close to earnings as an incentive to people to seek training.
- Inclusion of a broad range of courses, including general education, and granting free choice of courses to individuals, within some labor market limits.

The strength of these trends is also visible in other places: In the current Japanese plan for vocational training, in the discussion in Switzerland about making the right to training a part of the constitution, and in the revisions proposed for the International Labor Office's Convention on Training, to cite just a few examples. How does all of this bear on current American policy?

a An electronics trainee at Great Britain's Perivale Government Training Centre practices wiring a circuit.

b The coolant supply on a lathe is adjusted by a trainee at Perivale.

c An instructor at the Felling Government Training Centre gives a trainee some pointers on turning steel in a lathe.

d The operation of a capstan is explained to a trainee by an instructor at the West Sussex Government Training Centre.

e Perivale is one of 50 such facilities set up by Great Britain's Department of Employment to train unskilled workers and retrain skilled workers in declining industries.

GOVERNMENT TRAINING CENTRE
INDUSTRIAL REHABILITATION UNIT

The disenchantment with government-sponsored training in the United States grows out of a number of circumstances which do not currently affect the European countries. All extensive training programs must be based on the expectation that employment opportunities will grow faster than the number of people seeking work. Generally, this has happened in the European countries and Japan, but in the United States substantial increases in jobs have been offset by a still greater expansion in the labor force. In the 1960's we moved from less than full employment to politically unbearable inflationary pressures which led to dampening measures and fairly high levels of unemployment compared with other countries. In these circumstances, lack of jobs often frustrates the purpose of current training programs, and at the same time there is a lack of confidence that unemployment will descend rapidly to a point where trainees will be in demand.

A second factor is American acceptance of and familiarity with technological change and a widespread belief that the labor force can adapt adequately to the needs of the economy without any public intervention. Less certainty is felt that all of the persons displaced by economic change have made satisfactory adjustments, and several selective government training programs have been instituted, for example in aerospace and in industries affected adversely by foreign trade.

Finally, the existence of a vast amount of adult education in the United States, including much private and public vocational training, and the long period of general education compared with other countries reduces the urgency of "permanent education."

But it does not follow from these special circumstances that the new European policies have no relevance for the United States. What these programs suggest is the need to assess our training capacity and effort as it affects the entire labor force, not just the disadvantaged or selected categories such as veterans. We must review all kinds and sources of training—that provided by employers in their own interest, that sought by individuals through private and public educational and training institutions, and that financed by Government in training centers or on the job.

Both short- and long-term views should be taken of the demand for and supply of training. Only then can we determine whether there are gaps in the system which need filling, whether the interrelationships and financing of the various parts of our training system are sound and equitable, whether the choice of trainees for Government-financed programs is wise, and whether training programs are in proper balance with other types of manpower programs.

The European ventures suggest a number of questions for our consideration. Is it possible under our present system for anyone at any skill level, who cannot expect employer training and who cannot afford to pay for it himself, to obtain financial support or access to a training course through public programs? Among the groups who seem to be inadequately covered at present are the unemployed above a low skill level, mature reentrants to the labor market, those seeking advancement in new fields, and those who are displaced due to economic or political factors.

Should an emergency program such as was devised for skilled aerospace workers be made general and permanent, so workers in a wide variety of situations can get training immediately instead of waiting for special legislation or administrative action?

Financing Raises Many Questions

Many questions revolve around the financing of training. Is it fair that one young person should pay a high tuition fee to a private technical institute while in another place a similar young person takes the same course without cost at a community college? Should some people pay for the same training courses that others attend at employer expense? Should those seeking vocational or technical training receive less public subsidy than those in academic or professional courses?

How can the Government discover when it is subsidizing training that employers or individuals would willingly undertake on their own? If we accept that the private investment of employers and individuals in training is likely to be less than is desirable from the point of view of society, how should the costs of additional desirable training be shared among the Government, trainees, and employers?

It is possible that the dissatisfaction with American training programs arises in large part from an excessive reliance on them in the 1960's, and from their great emphasis on the disadvantaged. A double disability resulted: Many of the disadvantaged have benefited less from training than they might have from public service employment, and the Government's investment in training has been less productive than it might have been if training had been offered to a wider spectrum of the labor force. Before training is written off as an important weapon in the manpower arsenal, the substantial programmatic differences between American training and that of other countries should be weighed.

If the new European manpower policy does nothing more than draw American attention to our total training system and to the important place of training in an active manpower policy, it will have served a useful purpose for us.

Words & Figures

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Enrollment in Manpower Programs

The number of persons participating in manpower work-training programs exceeded 1 million for the first time in June. During fiscal year 1972, which ended June 30, a total of 2,878,500 individuals received skill training and supportive services in 12 different manpower programs. Approximately 1,964,800 were new enrollees during the year while 913,700 were participants who had enrolled in the previous fiscal year. On June 30, 1,120,100 were still enrolled.

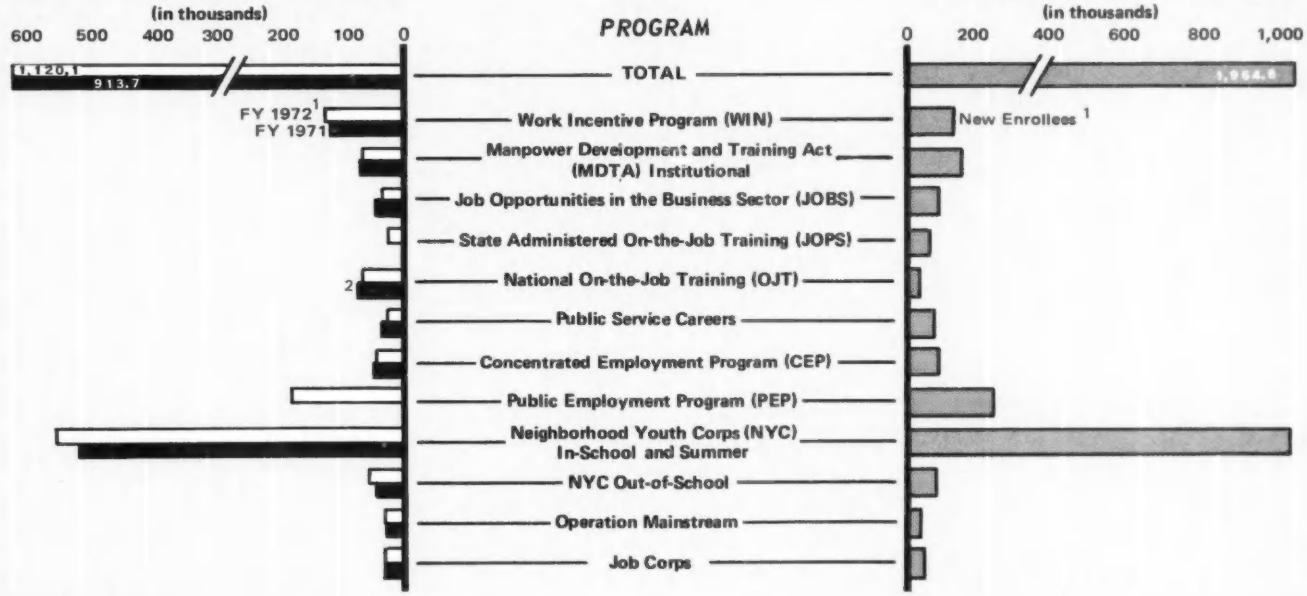
Programs enabling disadvantaged youth to earn money and continue with their education had the largest number of enrollees during the year. Over 800,000 young people were enrolled in the Neighborhood Youth Corps (NYC) Summer Program and 190,000 were assisted through the NYC In-School Program. Two other youth programs, NYC Out-of-School and Job Corps, which give greater emphasis to skill training, had, respectively, 40,500 and 22,700 participants on board at the end of June. During the year 78,800 new enrollees entered NYC Out-of-School and 49,000 entered Job Corps.

The Public Employment Program, which got under way in fiscal 1972, ranked second in the number of participants. More than 225,000 persons entered the program, which provides transitional jobs with State and local governments for unemployed and underemployed persons. As of June 30, 168,700 individuals were still employed in essential public service jobs.

The Work Incentive Program, designed to help welfare recipients obtain employment in the regular economy by furnishing training and supportive services, had 117,900 participants at the end of fiscal year 1972. This is 8,700 more than were enrolled on June 30, 1971. New entrants into the program during the year totaled 120,600.

Enrollments in Selected Manpower Programs at End of Fiscal Year

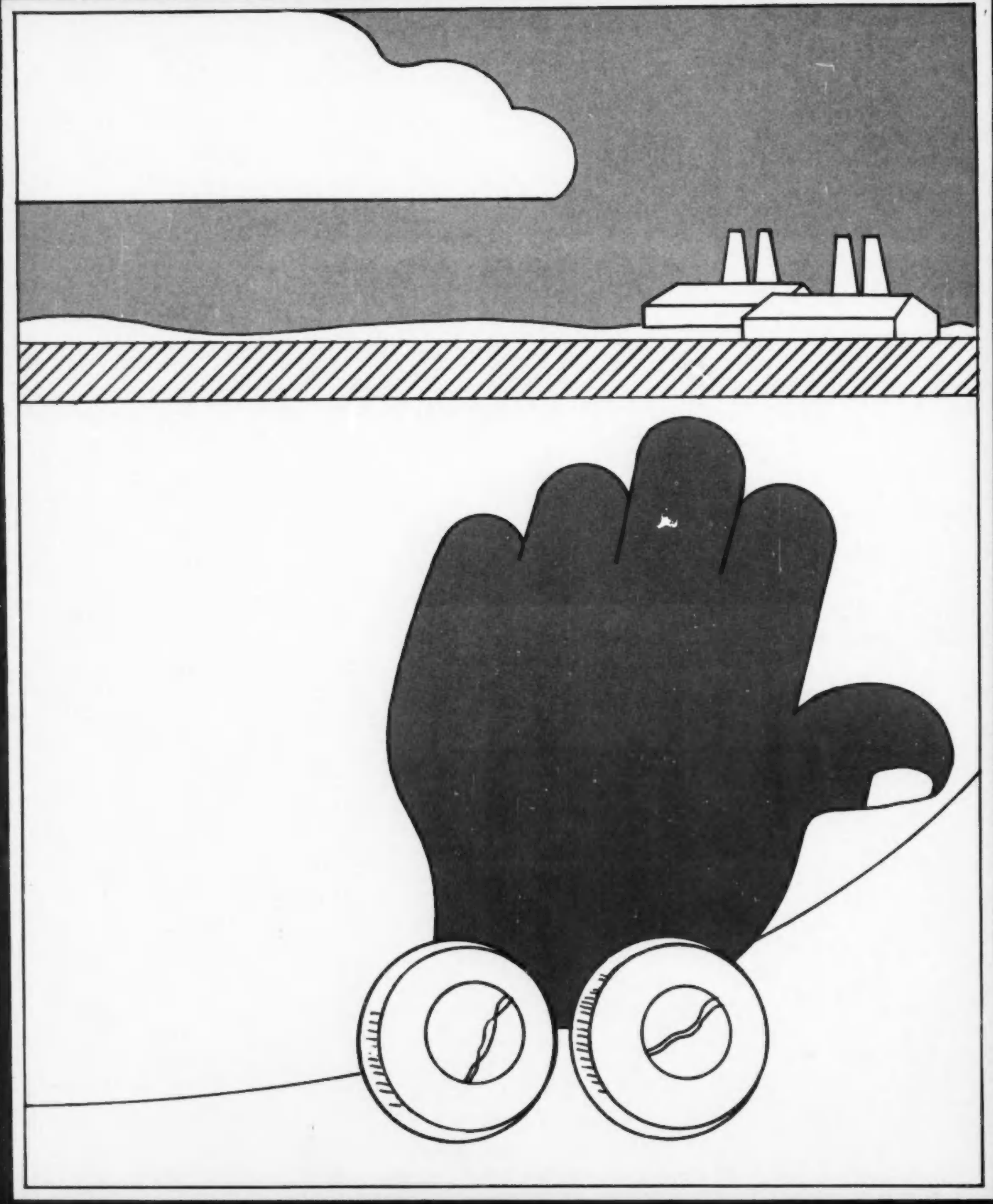
New Enrollees in Selected Manpower Programs–Fiscal Year 1972



[1] Preliminary Data.

[2] Includes Jobs Optional enrollment.

Pilot Project Seeks New Ways to Extend Employment Services to the Countryside



'Hitchhiking' to Rural Jobs

by Rhonda Susman

If you live in Aurora, Nebr. (population 3,180), and you want work, you don't go to the employment service office. There isn't one there. You go see Donna M. Rasmussen at the Chamber of Commerce office just off the town square.

Mrs. Rasmussen is a busy woman. To support herself and three children, she has five jobs. She works full time as manager of the local Chamber of Commerce. Six days a week she does a 10-minute newscast on radio station KAWL in nearby York. She does the bookkeeping for two motels. To keep her evenings occupied, she is a hostess during visitation hours at a local mortuary.

But she is seldom too busy to place people in jobs. Because that's her fifth job, matching openings and people.

Mrs. Rasmussen is a vital part of Operation Hitchhike, a pilot program by the U.S. Department of Labor's Manpower Administration to bring better job-matching services to jobseekers and employers in rural areas. The program, which started in July 1971, is being carried out through the public employment services in 16 States. Nebraska has 13 representatives like Mrs. Rasmussen.

By June 30 of this year, nearly 5,000 people in the 16 States had been placed in jobs and hundreds more in federally funded training slots, despite the fact that in most States the program did not get off the ground until last fall or winter.

Under the program people like Mrs. Rasmussen, who can make effective placement officers because they know what's going on in their hometowns, are hired full time or part time.

"I went to see Mrs. Rasmussen on a Wednesday and the bank hired me on a Friday," said Mrs. Georgia Schrotberger, 25, who has been a $2-an-hour teller at Aurora's First National Bank since June. "She knew the people at the bank from the business standpoint and personally, which really helped. She told me something about them and what they wanted so I didn't walk in blind."

This was particularly fortunate for Mrs. Schrotberger because she was a stranger in town. A few weeks earlier, her husband had completed Army service, been hired by a Kansas City firm that supplies products to co-ops, and sent to Aurora for management training in the local co-op. Mrs. Schrotberger drove to the Nebraska Division of Employment's nearest office, in Grand Island 20 miles away, but they were unable to place her in a job in or near Aurora.

Her experience as a legal secretary led her to try for a position with an Aurora attorney whose name had been given to her by an acquaintance. He had no openings but "his secretary said I should go see Mrs. Rasmussen. She knew who was hiring."

New Approaches Sought

The person-to-person sequence of events that led to a quick placement for Mrs. Schrotberger is the kind of thing the Manpower Administration had in mind when it undertook Operation Hitchhike. "If we were to provide remote rural people with manpower services of proper quality and quantity, it was obvious that we had to find some new approaches," says Assistant Secretary of Labor Malcolm R. Lovell, Jr. "This meant looking beyond our traditional ways of doing business in our search for newer ideas."

The personal touch used by Mrs. Rasmussen works for employers as well as jobseekers. Her best client on the hiring side of the labor market fence is Bonna Villa Homes, Aurora's largest employer with more than 150 workers. The company, which has been in Aurora only since June 1970 and doesn't yet really know the territory, has learned to rely on Mrs. Rasmussen's judgment.

"The outstanding thing is that she's lived here a long time and being in the Chamber of Commerce she's been active in community promotions," said Mel Auch, senior vice president of Bonna Villa's parent company, Chief Industries, and general manager of its mobile homes division. "It gives you confidence in who she recommends. She really knows these people, some of them since they were kids and right on through high school. She's sent us some excellent people."

Auch has hired 15 of the applicants referred by Mrs. Rasmussen, including half a dozen for the office force. "She took about a day to get us a new receptionist," Auch said. When the company needed an accounting and billing clerk, Mrs. Rasmussen recommended a young woman who wanted to change jobs. The company was doubtful that the applicant could handle the work and wanted more information on her. Mrs. Rasmussen got some more background on her quickly from friends in town and the woman got—and still has—the job. In fact, all but one of her placements still work at the firm. "She's done a good job for us," said Auch.

Another Nebraska Hitchhike worker, Joyce Robinson, manager of the Fairbury Chamber of Commerce, has made her placement work a tool of economic development. When a garment factory in Fairbury closed at the end of last year, 50 women were left jobless. The Chamber cooperated with the town's industrial development corporation to attract another garment manufacturer. Because of her Chamber position, Mrs. Robinson was able to assure prospects that the town and local businessmen needed and wanted new manufacturing and would build a plant to get it. And because of her Hitch-

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Mrs. Susman is the information officer for the Nebraska Department of Labor's Division of Employment.

Glen Wilch's barber chair(right) is his vantage point for bringing employers and jobseekers together in Schuyler, Nebr. The program is known nationally as Operation Hitchhike but in Nebraska is called Rural Employability Service– hence the sign behind Wilch's chair.

When Judy Roberts (left) was job hunting, she sought the help of Donna Rasmussen, the Operation Hitchhike representative in Aurora. Mrs. Rasmussen, who manages the local chamber of commerce in Aurora, liked Judy's qualifications and personality so much she hired her as her secretary.

hike assignment, she was able to assure them that women trained in garment work were available.

The town got the new factory—a 10,000 square foot building constructed by the industrial development corporation and leased to a jacket manufacturer. The new plant, which began operations in June and employs about 50 people, hired most of the workers who had lost their jobs.

The Nebraska version of Hitchhike is quite different from that in the other States and is regarded as one of the more innovative, successful approaches. Typically, the Manpower Administration enters into a contract with the State employment service, which then subcontracts with an agency that has the staff and facilities in rural areas that the employment service lacks. Nearly all the State employment services have contracted with the Extension Service, funded by the Department of Agriculture.

The basic idea was that the employment services cannot afford to establish offices in every local rural community so it should "hitchhike" by using agencies, such as the Extension Service, which do. The Extension Service manages the program under the administrative control of the employment service, and hires people to run it. In areas where full-time help is not needed or not available, some States have hired people to work part time for Hitchhike.

Nebraska is unique because all 13 of its Hitchhike workers are part-timers, and because the subcontractor is the Nebraska Farmers Union. The part-time employees work no set hours and are paid $50 a month for their efforts. By June 30, they had located 602 job openings, placed 269 applicants in jobs—most of them full time —and moved 25 other people into on-the-job training slots. The Farmer's Union was selected as subcontractor because of its long-standing interest in improving the State's rural life and because of its success in working with the Nebraska Division of Employment in carrying out Operation Mainstream, a Manpower Administration program to employ older workers in public beautification projects.

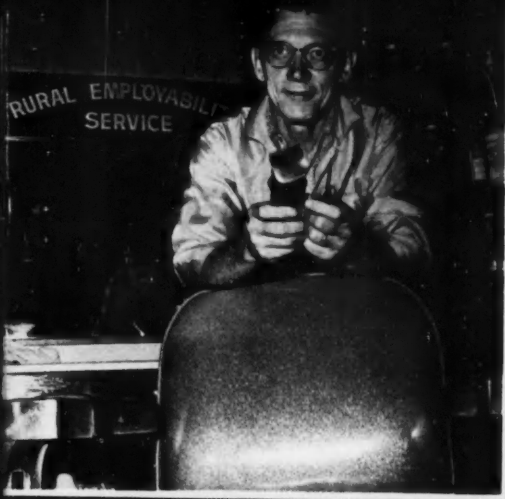
The Nebraska Division of Employment's cooperation with the Manpower Administration has been particularly enthusiastic because Hitchhike represents an intensification of the Division's ongoing efforts to help rural employers and jobseekers. For many years now it has used volunteer farm placement representatives around the State to place agricultural workers in farm jobs. Nebraska now uses 240 of these volunteers and they include such people as grain elevator operators, farm implement dealers, and Chamber of Commerce employees. Hitchhike permits the Division of Employment to run a similar operation for nonfarm jobs. The money provided by Hitchhike enables the agency to compensate, if only modestly, the placement representatives and to give them supervision and training.

Training sessions are held every 3 months in different parts of the State to accommodate as many of the Hitchhike representatives as possible. For example, the July meeting at Grand Island for those working the eastern part of the State was attended by six hitchhike representatives from as many towns and by four Division of Employment local office managers. Also on hand were the State's Rural Manpower Service supervisor, the president of the Nebraska Farmers Union and his Hitchhike program coordinator, and an official from the U.S. Department of Labor's Wage and Hour Division.

The Farmers Union paid the expenses for the Hitchhike workers, who heard talks on Federal wage and hour laws and the Job Corps. There also was a general discussion of employment procedures and problems.

"I love these sessions," said Mrs. Robinson. "They really train me. They bring in key people on the different government programs we work with and during the discussions we learn a lot from each other."

These sessions are supplemented by giving the Hitchhike representatives literature on employment service and Federal manpower programs, and on laws governing working conditions. The representatives



Secretary Thelma Yung is one of 15 employees hired through Hitchhike by Mel Auch, general manager of a mobile homes firm that is Aurora's biggest employer.

Vietnam-era veteran Martin Potter (below) got his job as a farm equipment mechanic in Lexington, Oreg., through the Heppner office of the Agricultural Extension Service, which runs Hitchhike in Oregon. Besides job development and placement, Oregon Hitchhike teams have been working with local chambers of commerce and merchant groups to boost the economy and attract more year-round industry.

Larry Gariepy, now 21, was placed as a $2.50-an-hour carpenter by Larry Weeke, the Hitchhike representative in Superior, Nebr. A year later, he is still on the job with the Valley Construction Company.

receive further assistance from the local office manager nearest them, with whom they confer regularly, and from periodic visits by Don Christenson, supervisor of the Division of Employment's State Rural Manpower Service, and Martin Kenny, Hitchhike coordinator for the Farmers Union.

The 13 Nebraska repercesentatives were recruited by Christenson and Kenny, with the advice and help of local office managers.

The first one recruited was Larry Weeke, Chamber of Commerce manager in Superior, who took up his new duties in August 1971, with the approval of the Chamber. Weeke had been working as a volunteer farm placement representative and thus had some experience at matching people and jobs. In his first week, he placed 10 applicants in full-time jobs in a creamery plant and in construction work. By August of this year, all 10 were still in those same jobs.

In the ensuing year, Weeke placed dozens of people in full-time jobs, negotiated five on-the-job training contracts with employers, and found jobs for nearly 200 youngsters detasseling corn and doing other farmwork.

"Townspeople all come to me when looking for a job," Weeke said. "New industry moving into the area constantly wants referrals from me. I'm convinced this person-to-person kind of program is the reason. It's simple and our rural people understand it. They don't even stop to think about it being a Government program."

Encouraged by Weeke's success, Christenson and Kenny traveled the State recruiting other part-time representatives. "We looked at the larger towns in the State where there are no local employment service offices," said Christenson. Because of the good results in Superior, they naturally went to Chamber of Commerce offices first, in towns where these existed. But they did not stop there. What they were basically seeking was an individual or organization with enough interest and pride in the community's welfare to make the program go.

In Schuyler, they found their man in Glen Wilch, a native who runs a two-man barber shop and who has plied his trade there for 22 of his 48 years. Wilch, civil defense director for the county and active in his church, was recommended by the manager of the Fremont employment office.

"It takes some time but it doesn't interfere with my work, not enough to bother," said Wilch. "I had been doing it on my own before. If I knew a guy who needed a job and a farmer or someone looking for a man, I got them together. I know just about all of the businessmen and farmers so it's easy to know who needs help."

The difference is that Wilch now does the work on an organized basis and operates in close tandem with the nearest local employment office 18 miles away.

Paperwork Kept Simple

By February of this year, Christenson and Kenny had all 13 representatives in harness. Each was made responsible for employment and training services within a radius of up to 25 miles. Four of the representatives are former farm placement volunteers like Weeke. Seven are Chamber of Commerce officers. Insurance agents, employees of public agencies, and a newspaper editor round out the list.

All were given a supply of two simplified forms. One was a basic application requiring minimal information about the jobseeker such as name, address, skills, and kind of work desired. The other was an order form for employers seeking referrals. The representatives also were put in touch with the nearest employment service local office in case they wanted to refer applicants for such services as counseling and testing, or for manpower programs such as Job Corps or on-the-job training.

When the representatives get job orders or job applications, they send carbons to the nearest local office so it also can try to fill the job orders or to find jobs for out-of-work applicants. To avoid unnecessary referrals the representatives notify the local office when a job has been filled.

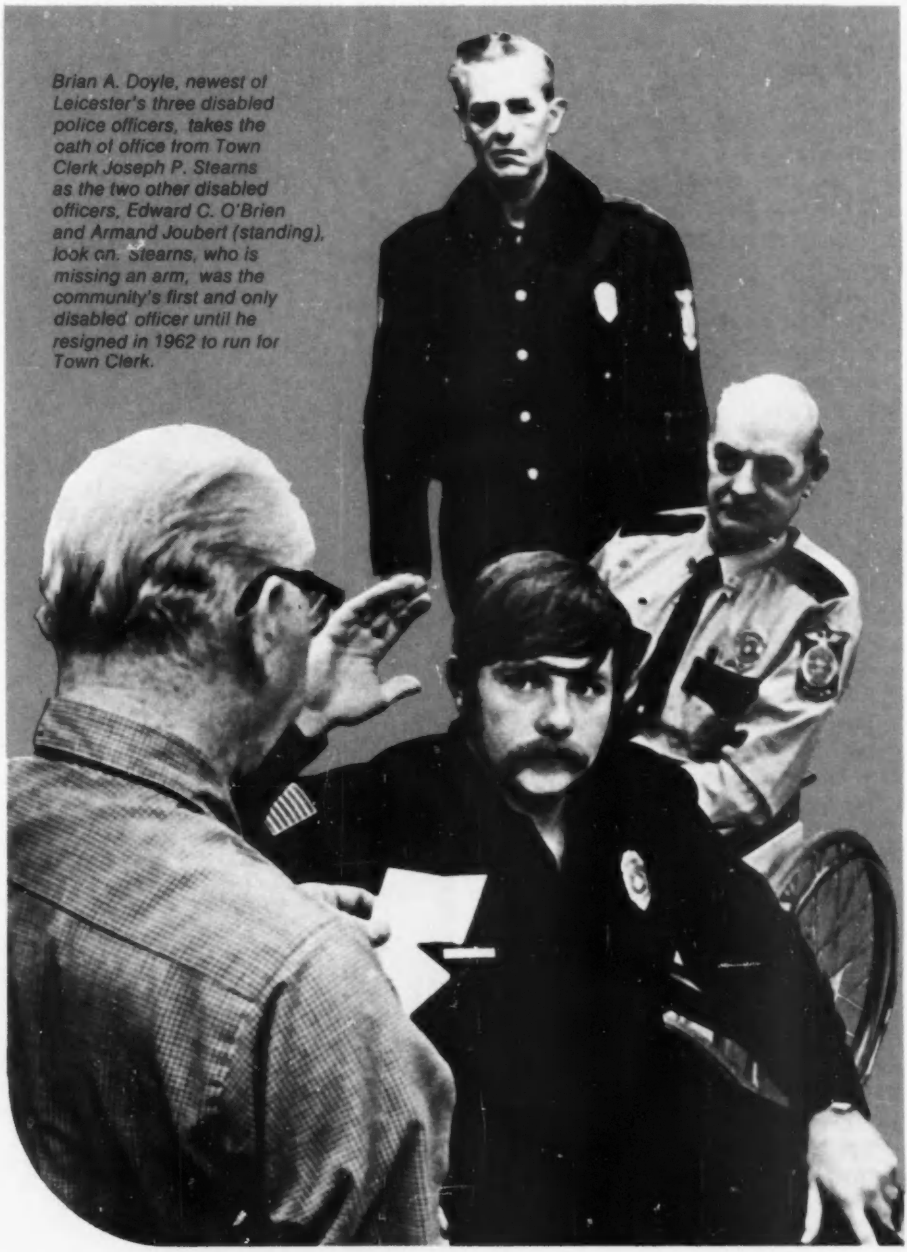
The Nebraska program emphasizes services to job-ready workers. Nevertheless, as the program progresses, more people are being moved into on-the-job training under the Manpower Development and Training Act. "Many skilled workers have migrated from rural areas to cities for higher wages and what they thought was to be a better life," said Christenson. "This has created a shortage of skilled labor in most rural areas. On-the-job training programs have proved popular in these locations and have been stressed by some Hitchhike representatives."

The Nebraska Division of Employment has developed some interesting figures to show the cost benefit ratio of the Hitchhike project. By June 30, a total of 269 people had been placed in jobs at a cost of almost exactly $22,000, or $82 each. The average person placed earns $78 a week, has three dependents, and pays $101.27 every 3 months in social security, Federal, and State taxes.

Men like Glen Wilch, however, have an interest that goes beyond money. "I like the work, helping people—people in need," he said. "I am a local man, in business. I'm involved in the city. I want to see the town progress and prosper so anything going on that affects the town I'm naturally interested in. Whenever you keep the unemployment percentage down you help everybody." □

Incapacitated Special Officers Erase Any Reservations About Their Ability

Disabled Police Prove No Handicap



Brian A. Doyle, newest of Leicester's three disabled police officers, takes the oath of office from Town Clerk Joseph P. Stearns as the two other disabled officers, Edward C. O'Brien and Armand Joubert (standing), look on. Stearns, who is missing an arm, was the community's first and only disabled officer until he resigned in 1962 to run for Town Clerk.

by Philip Brady

John Milton was blind. Beethoven couldn't hear. Franklin Roosevelt was crippled by polio. Struck down in midcareer, all three came back to complete some of their most enduring work.

If famous men can continue to make contributions to society despite physical handicaps, why not the everyday citizen? No reason at all, says the town of Leicester, Mass.

Three of the men on the Leicester police force—25 percent of the department—are handicapped. Two are in wheelchairs. The other is ambulatory but lacks the use of one eye and ear, and one side of his body is largely paralyzed.

They work the "dog shifts"—weekends, late nights, early mornings—and when they are on duty they are often alone in the station. Their primary responsibilities are handling clerical chores and serving as radio dispatchers.

Leicester is a bedroom town for Worcester, Mass., a heavily industrialized city of 175,000, located some 40 miles southwest of Boston. Leicester's permanent population of about 9,200 jumps by some 6,000 to 8,000 each summer when the people who own camps on the area's many lakes take up residence.

The town also is home to Leicester Junior College, with an enrollment of approximately 450,

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Mr. Brady is a freelance writer.

so the community knows the problems that an active body of students can create.

Police headquarters is the one place in Leicester that functions 24 hours a day, 7 days a week, so it naturally is a busy place. The police station also serves as fire department headquarters, for the town has no full-time fire personnel. Fire calls come to the police clerk, who logs them and activates the proper audible signal to summon on-call firemen to the station (there are three fire stations in town including police headquarters) responsible for covering the area where the fire is located.

Several of the town's police cruisers are equipped to serve as ambulances, and the man on station duty must handle and dispatch all calls for ambulance and emergency medical assistance.

How do the townspeople—the taxpayers—feel about having on their police force three handicapped men who are unable to leave the station in an emergency?

"Some people did question their worth in the beginning," says John J. Wood, a 12-year-member of the police force and chief since 1966. "And it was a natural reaction, I think. Over the years, however, these men have performed so well, have handled their jobs so faithfully, that all reservations have long since been erased."

Chief Wood explained that the clerks are special officers, and as such do not have to meet civil service requirements or pass the physical examination required for policemen by the Commonwealth of Massachusetts. Although all members of the department are town employees, the regular officers are covered by State civil service regulations.

While on duty in the station the clerks wear police uniforms, are armed, and have all necessary police powers, Wood emphasized, and in virtually all respects are members of the police department.

Although the handicapped clerks relay orders to the force's regular officers, including two sergeants, who are usually on patrol duty, there is "very little friction," according to Chief Wood. "There is probably less friction than if we had patrolmen on duty at the station relaying orders to the patrol cars," Wood said. The regular men know that the clerks cannot aspire to any higher position and so do not represent a threat to them, Wood noted. And, the Chief added, the clerks never act arbitrarily, for they realize that they can only do their jobs if they have the cooperation of the regular officers.

The men on patrol realize that at times their lives depend on the dispatcher's judgment, Wood pointed out. When issuing orders to the cars the clerks have to make decisions and, in effect, they completely control police actions in many situations.

The department's four clerks (one is a Navy veteran who is not handicapped) handle all the paper work a busy police force generates. This work is supervised by Edward C. O'Brien, 54, a trained accountant who joined the force in 1963. O'Brien has one leg missing and works from a wheelchair. Not only does O'Brien do all the department's accounting, but he also maintains all the accident and investigative files.

The handicapped clerk with the longest service record is Armand E. Joubert, 52. He came to work in 1962, following the resignation of Joseph Stearns, the first disabled police clerk hired by the town.

Joubert is blind in one eye, deaf in one ear, and partially paralyzed, all the result of a shell fragment received during World War II. He keeps mileage and repair records on the department's vehicles, handles reports on ambulance usage and calls, and maintains the building.

Newest member of what the

Like the other disabled officers, Doyle often mans the two-way radiophone used to keep in touch with patrol cars

O'Brien, a trained accountant, supervises all paperwork handled by the department's clerks.

Joubert, a member of the force since 1962, keeps mileage and repair records on the department's vehicles as part of his duties.

local press has dubbed the "wheelchair shift," is Brian A. Doyle, 24, who joined the department in late 1971. He is paralyzed from the chest down as the result of a 1969 automobile accident. At the time of his mishap he was convalescing from wounds received in Vietnam and blacked out at the wheel of his car. Doyle prepares maps showing the locations of accidents and break-ins, and handles complaint and investigative reports.

"It is only a coincidence," Chief Wood noted, "but all four department clerks are veterans."

The Chief's evaluation of the handicapped men is firm and definite.

"These men are adaptable, capable, and outperform nonhandicapped men I have had in the past doing the same work. They never let the department down.

"The pay for the clerk's position is not big—$100.35 per week—but the men tell me that they derive great personal and emotional satisfaction from helping others, from solving problems, from being self-sustaining members of society.

"It's not as though the town is doing the men a favor. If a favor is being done, these men are doing it for the town.

"I would recommend—without reservation—to any police department that they employ handicapped men as we do here in Leicester." □

Publications

Following is a selected list of publications on manpower and related matters. Single copies of publications for which no price is indicated can be obtained free by writing or telephoning the appropriate organization at the following addresses: Manpower Administration, U.S. Department of Labor, Washington, D.C. 20210; Bureau of Labor Statistics, U.S. Department of Labor, Washington, D.C. 20212. Please enclose a self-addressed label with all requests for free publications. For publications not available free, write the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402, or the organization specified in the listing, and enclose payment.

Tax Credit for Hiring People on Family Assistance

Manpower Administration flyer answers questions about the Revenue Act of 1971 which allows employers to claim a "Job Development Tax Credit" for hiring workers placed in employment through the Department of Labor's Work Incentive (WIN) Program.

If Disaster Strikes

Manpower Administration flyer explains the Disaster Unemployment Assistance Program which gives help to individuals who are left jobless in the wake of a major disaster.

National Apprenticeship and Training Policy for Dental Laboratory Technicians

Manpower Administration booklet gives national apprenticeship and training policy of the National Association of Dental Laboratories. Presents detailed explanation of training for four types of dental laboratory technicians.

Black Americans: A Decade of Occupational Change

Bureau of Labor Statistics charts show movement of black workers from lower paid labor and operative jobs into higher paid professional and white-collar jobs over the 1960-70 decade. Specify BLS Bulletin 1731. 40 cents.

Occupations in Electronic Computing Systems

Manpower Administration brochure describes 29 occupations in electronic computing systems. Also contains information concerning what computers are, how they work, and what they can do. Should be helpful to counselors and placement personnel, to school vocational guidance personnel, and to persons working with special groups such as handicapped or disadvantaged workers. 60 cents.

Technician Manpower, 1968-80

Bureau of Labor Statistics report projects requirements for science and engineering technicians through 1980, discusses factors affecting supply and demand, identifies problems in meeting demands for technician manpower, and indicates manpower areas which require further research. Specify BLS Bulletin 1639. 35 cents.

Employment and Earnings—United States, 1909-71

Ninth Bureau of Labor Statistics 688-page comprehensive data book presents detailed industry statistics on Nation's nonagricultural work force. Includes monthly and annual averages on employment, average weekly and hourly earnings, average weekly and overtime hours, and labor turnover rates. Presents seasonally adjusted data for number of these series and indexes of aggregate weekly man-hours and payrolls. Includes tables on spendable average weekly earnings and average hourly earnings, excluding overtime. Introduces data on employment, hours, and earnings for nonsupervisory workers in hospitals. Presents for first time production worker weekly overtime hours in 46 four-digit manufacturing industries. Specify Bulletin 1312-8. $5.00.

Analysis of Work Stoppages, 1970

Latest of annual reports of Bureau of Labor Statistics since 1941 presents a detailed statistical analysis of work stoppages in 1970. Specify Bulletin 1727. 65 cents.

Ph.D. Scientists and Engineers in Private Industry, 1968-80

Bureau of Labor Statistics study of factors influencing private industry's need for scientists and engineers who hold doctoral degrees. Projects number of Ph.D. engineers, mathematicians, physical scientists, and life scientists that will be needed in 1980. Specify BLS Bulletin 1648. 30 cents.

Labor Law and Practice in Foreign Countries

Bureau of Labor Statistics series providing background material on labor practices in foreign countries of potential interest to U.S. businessmen and others who may employ local workers abroad, to trade union and labor specialists, to consulting economists, and to students.

Norway—Specify BLS Report 387. $1.00.

The Republic of Zaire (formerly the Congo)—Specify BLS Report 393. $1.00.

Tomorrow's Manpower Needs Volume IV, Revised 1971; The National Industry-Occupational Matrix and Other Manpower Data

Bulletin presents Bureau of Labor Statistics' latest national projections of manpower requirements to 1980 and replaces 1969 edition. Specify Bulletin 1737. $1.50.

Employee Compensation and Payroll Hours

Bureau of Labor Statistics series based on studies of employer expenditures for compensation of employees.

Basic Steel Manufacturing, 1969. Specify Report 400.

Construction—Special Trade Contractors, 1969. Specify Report 413. 60 cents.

Wage Calendar 1972

Statistical Bureau of Labor Statistics bulletin identifies major situations by company and union in which, during the year, contracts will terminate, deferred wage increases will become due, changes in the Consumer Price Index will be reviewed, and contracts will reopen. Specify Bulletin 1724. 50 cents.

Youth Opportunities Unlimited in Nursing (YOU-IN) Series

Illustrated brochures describe a program to accelerate recruitment of inner-city residents into nursing education.

The YOU-IN Program: What's It All About? Describes methods and essential community settings for successful recruitment and defines separate responsibilities of cooperating nursing and community organizations.

Making It In Nursing. Directed toward junior and senior high school audiences, promotes the idea, "others have done it—why not you?"

Group Leadership Guidelines. Recommends successive content for discussion meetings with potential recruits to nursing.

Program Guide. Tells how to organize and implement YOU-IN activities.

All brochures available from Division of Nursing, Public Health Service, 9000 Rockville Pike, Bethesda, Md. 20014.

Present and Future Supply of Registered Nurses

National Institutes of Health report presents observations on world of hospital employment; relates collective bargaining to the rise in nursing salaries; discusses measures of nursing shortage; and deals with regional distribution of nursing manpower. Also discusses nursing as an occupation, characteristics of nursing students, changes in nursing education, and marked expansion of junior college nursing programs. $1.00. Single copies available free from Division of Nursing, Public Health Service, 9000 Rockville Pike, Bethesda, Md. 20014.

They Do a Job No One Else Can Do: The Health Educator Aide Program

U.S. Department of Health, Education, and Welfare booklet tells how inner-city people can be trained as health educator aides to help residents of poor neighborhoods achieve better health and cleaner surroundings, and describes what qualifications to look for in selecting aides. 25 cents.

manpower – word of many meanings

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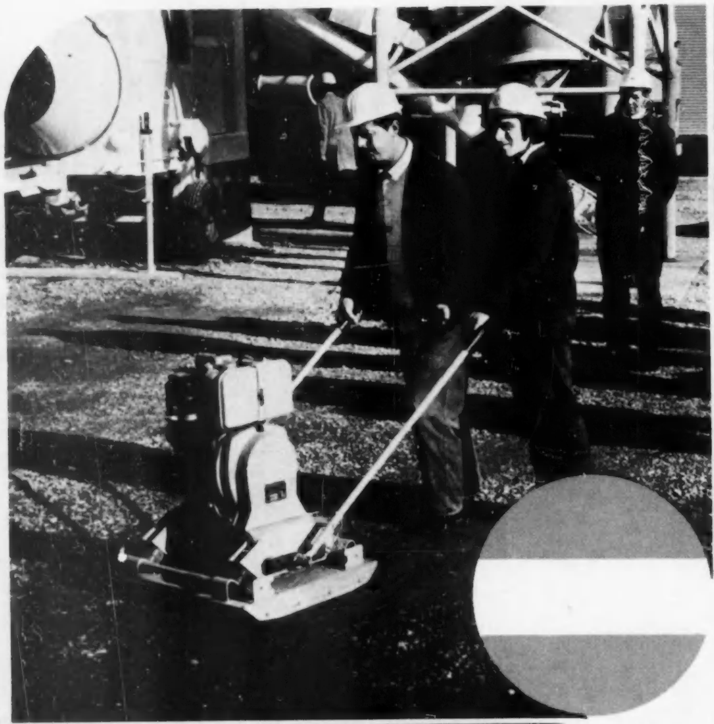

"Novel and sweeping" is the way a Columbia University researcher describes the training provisions that are the core of evolving manpower policy in three major Western European nations. A report on what's happening in West Germany, France, and Great Britain begins on page 16 in this issue of MANPOWER.